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WORK EXPERIENCE CENTER. HABILITATION OF THE RETARDED. FINAL REPORT.

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THIS IS THE FINAL REPORT OF A 3-YEAR PROJECT CARRIED OUT COOPERATIVELY BY THE SPECIAL SCHOOL DISTRICT OF ST. LOUIS COUNTY, THE MISSOURI STATE DIVISION OF VOCATIONAL REHABILITATION, AND THE ST. LOUIS JEWISH EMPLOYMENT AND VOCATIONAL SERVICE. A WORK EXPERIENCE CENTER WAS ESTABLISHED TO SERVE CLIENTS BETWEEN 16 AND 21 YEARS WITH IQ'S PRIMARILY FROM 40-65. RETARDED ADOLESCENTS PARTICIPATED HALF DAYS IN A WORK EXPERIENCE PROGRAM THE FIRST YEAR. AN ALTERNATE WEEK SCHEDULE WAS SUBSTITUTED DURING THE LAST 2 YEARS. STUDENT PARTICIPATION INCLUDED 4 WEEKS OF EVALUATION AND 36 WEEKS OF ADJUSTMENT TRAINING. OF 132 REFERRALS, 86 TRAINEES HAD COMPLETED THE PROGRAM, 23 CONTINUED IN THE PROGRAM, AND 23 HAD BEEN RETURNED TO SCHOOL FULL-TIME PRIMARILY BECAUSE OF IMMATURITY. THE CURRENT PROGRAM INCLUDES GENERAL VOCATIONAL ADJUSTMENT AND SPECIFIC JOB PREPARATION AND IS ORGANIZED INTO FIVE PHASES (RANGING FROM GENERAL EVALUATION AND VOCATIONAL ADJUSTMENT TO EMPLOYMENT AND FOLLOWUP) THROUGH WHICH CLIENTS PROCEED AT THEIR OWN RATE. THIRTEEN IMPLICATIONS WHICH THE PROJECT STAFF DEEMED NOTEWORTHY ARE DISCUSSED. THE REPORT CONCLUDES WITH A 34-ITEM BIBLIOGRAPHY AND APPENDIXES OF TABLES DESCRIBING CLIENTS, THE JOB TRAINING SITES, AND CURRENT JOBS OF FORMER CLIENTS. (DF)

FINAL REPORT
VOCATIONAL REHABILITATION ADMINISTRATION
PROJECT NUMBER RD-1525

ED015608

WORK EXPERIENCE CENTER

Habilitation of the Retarded

JEWISH EMPLOYMENT
AND
VOCATIONAL
SERVICE

Saint Louis, Missouri

Implications for Rehabilitation Personnel

The primary purpose of this demonstration project was to develop a cooperative habilitation service for retardates still in school. A five phase program was utilized emphasizing various intra-mural and extra-mural resources.

Thirteen implications of the project demonstration were considered important.

1. A production shop, to be an effective habilitation tool, must be reality-oriented.

2. The extension of habilitation services into the community is necessary in order to provide realistic experiential programming.

3. Specific job preparation and occupational training is desirable in a total vocational preparation sequence.

4. Industry is a potentail training resource for retardates.

5. Continuous vocational evaluation utilizing a wide range of resources is desirable in habilitation programming.

6. The need for extra-mural habilitation programming necessitates examination of current wage and hour law interpretation.

7. Case management is the most effective approach to total vocational programming.

8. Programming for habilitation trainees requires unique qualifications and skills of counselors.

9. Many retardates can benefit vocationally from habilitation programming, but may require a longer term for preparation than traditional efforts offer.

10. Transportation training is a requisite for preparing moderately dependent retardates for employment.

11. Retardates possess a vocational self-concept and development of a realistic self-concept is effective in fostering employment potential.

12. A work-study schedule must be flexible and based on the needs of trainees and the organization of participating community services.

13. It is desirable to integrate habilitation programming early in the school curriculum.

WORK EXPERIENCE CENTER:
Habilitation of the Retarded

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Jewish Employment and Vocational Service
Saint Louis, Missouri

August, 1967

PREFACE

This final report for VRA Project Number RD-1525, entitled "A Work Experience Program for the Mentally Retarded in Their Last Year in School", will focus on the project implications, particularly as they relate to the four project objectives. The project activities, per se, will be treated only briefly. Further information can be found in the publications and papers listed in Appendix B which describe project activities in more detail.

Habilitation, in this report, refers to an educational process which emphasizes vocational adjustment. In contrast, rehabilitation is a re-education process. Rehabilitation clients need services which will restore them to self-sufficient or nearly self-sufficient living. Most habilitation clients have never lived independent lives. Therefore, they need to develop fundamental capabilities, knowledges, experiences, and attitudes to realize their fullest vocational potential.

This VRA project was a cooperative endeavor of three institutions: the Special School District of St. Louis County, Missouri; the Missouri State Division of Vocational Rehabilitation; and the St. Louis Jewish Employment and Vocational Service (JEVS). JEVS was the grant administering agency.

Plans have been made for continuation of the tri-institution arrangement and cooperative program beyond the three-year grant period, thus providing a permanent community service.

ACKNOWLEDGMENTS

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Grateful acknowledgment is also made to D. J. Bolanovich, Director of the project, for his helpful discussion and comments for content of the final report, and guidance throughout the project.

Acknowledgment is also extended to other key Work Experience Center staff who were responsible for making this a successful project: Irene Garnett, Training Counselor; Kenneth Koen, Production Manager; Jerry Higginbotham, School Liaison Officer; Mildred Leirer, Workshop Supervisor; and Rena Levy, Records Clerk.

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August, 1967

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Chapter I

BACKGROUND

This project was based upon VRA Prototype Project Number RD-808 which was developed and conducted by the Milwaukee Jewish Vocational Service (JVS) as a result of their experience with mentally retarded school drop-outs. The Milwaukee JVS and the Wisconsin Board of Vocational and Adult Education, Rehabilitation Division, felt that a program which would reach these potential drop-outs prior to their leaving school would assist in developing their vocational potential.

At the time of the proposed prototype project (1959), there was an increasing acceptance of the need to provide work experience to the retarded while in school. It was felt by the Wisconsin Rehabilitation Division, the Milwaukee Public Schools, and JVS that a cooperative program would enrich the high school curriculum for the educable retarded and provide them with experiences which would develop work potential.

In the prototype project retarded adolescents received work experience at JVS on a half-day basis.

The general conclusion of the prototype project was that the work experience program should be a necessary part of the curriculum for the retarded. It was also a general conclusion that a work-study program could best benefit the severely and moderately retarded.

More specifically, Project Number RD-808:

(a) improved the ability of the retarded to obtain and adjust to a job.

(b) assisted in enriching the special class curriculum in the public schools.

(c) made possible better integrated, and more effective services between the state rehabilitation agency and public schools.

(d) pointed out the need for more effective coordination between teachers and project personnel, and

(e) pointed out the need for more than one year of the project program for some students (21).

To further develop and apply the findings of the Milwaukee JVS experience, a cooperative arrangement was developed between the Special School District of St. Louis County, the

Missouri State Division of Vocational Rehabilitation (DVR), and the St. Louis Jewish Employment and Vocational Service.

The objectives then, of this VRA Project Number RD-1525 were:

(a) to apply the techniques and knowledge developed by the prototype project in another and different geographical community, and to contribute information on the variation in services in another locale.

(b) to further demonstrate, develop, and extend a method of cooperative service between a public school, a state vocational rehabilitation agency, and a private rehabilitation agency for serving mentally retarded adolescents still in school and in need of habilitation service.

(c) to develop guidelines for more effective services to the retarded, and

(d) to increase the number of mentally retarded persons entering remunerative employment (18).

To develop these four objectives, JEVS established a separate facility in St. Louis County to provide the work experience program for retarded youngsters between 16-21 years of age and between, primarily, 40-65 I.Q. The facility was named the Work Experience Center (WEC) and is housed in a moderate-sized industrial building which includes a factory area and offices. It is located in a typical modern industrial court surrounded by other plants.

The Special School District of St. Louis County is unique in that it is devoted solely to the education of handicapped children and to vocational training of normal students. It draws its population from the other 25 regular school districts in St. Louis County.

The Special School District has a three-track curriculum for retardates. These are classified as "Educable", "Moderately Dependent", and "Trainable". WEC trainees come predominantly from the "Moderately Dependent" group. This group includes adolescents within the I.Q. range 48-60, who have varying degrees of educational, social, and physical deficiencies and can benefit from some academic work, but who cannot profit maximally from an educable class.

One hundred thirty-two Missouri State Division of Vocational Rehabilitation referrals from the Special School District were served by the WEC during the three year project. As of the termination of the project, 86 trainees had completed full program services. Twenty-three others had been returned to school full-time, primarily because of immaturity, and were expected to be returned to the work experience program at a later date. The remaining 23 were still being served by the program.

Chapter II

PRINCIPAL PROJECT DEVELOPMENTS

Initially the project services followed traditional rehabilitation patterns. The Special School District recommended students to DVR for referral to the work experience program. DVR counselors would then refer the youngsters to the WEC at a stipulated fee. Referrals were made for four weeks of evaluation followed by 36 weeks of adjustment training. Job placement, when possible, was also assumed by the WEC staff.

The project developed and changed in two primary areas: programming and staffing.

Programming

In the beginning, contract work carried out in the WEC workshop was the primary media for adjustment training, supported by counseling and instruction.

Early job placement experience suggested the desirability of specific job training for this trainee population. At first, this training was intra-mural (at the WEC) and was conducted on a tutorial basis. A need for practical experience was soon recognized and intra-mural training was augmented by extra-mural (community) exposure in school building kitchens and the facilities of a nearby motel. With the help of school and motel personnel, experience and training was provided in dishmachine operation, maintenance, maid duties and laundry operations.

Providing these experiences demonstrated the need to give trainees increased exposure to community jobs, job experiences, and employer-co-worker relationships.

Therefore, the program was further augmented by the inclusion of several additional community job situations before specific job preparation was introduced. The purpose of the community job situations, referred to as "job-sites", was three-fold: (a) it provided on-the-job experience; (b) it offered the counselor more realistic evaluation information; and (c) it provided a more realistic training media (4).

Extra-mural programming was a natural outgrowth of a recognized need for direct, concrete experience for trainees.

In addition to providing experiences for trainees and evaluations for counselors, the job-sites became useful resources for specific training. Specific job training was broadened from classroom instruction and employer job-sites to include use of trade schools. The increased utilization of more

formal extra-mural training programs and their value for enhancing trainee employability gave impetus to the proposal for a VRA project to explore the potential of industrial training resources for the retarded (19). This project, located at the Work Experience Center, is completing its first year (20).

Similarly, evaluation of work potential evolved from formal testing and work samples to increased emphasis on situational testing and observations. With the evolution of the project came a receptivity for continuous evaluation in contrast to evaluation during a prescribed initial period. This enabled the counselor to tailor the evaluation process for each trainee by building on the trainee's previous experiences and the counselor's evaluation of progress, potential, and interests.

The work-study schedule for trainees also changed during the course of the project. Initially, the half-day school and half-day work experience arrangement utilized by the prototype project was adopted. An alternate week schedule was substituted during the second and third years of the project. This change offered trainees greater continuity and exposure both in school and WEC by diminishing the travel time on school busses. This arrangement also increased the extra-mural possibilities with community employers.

Staffing Pattern

The initial basic project staff positions consisted of the traditional rehabilitation project personnel. Organizationally, two staff position changes are worthy of note.

Based on the prototype project experience, the school-agency relationship suggested a need for a half-time project liaison officer. Such a position was included at the outset of this project.

However, by the beginning of the third year coordination and communication between the three institutions became an integral part of the tri-institution relationship. Project staff made visits to the classroom, and during the second year qualified project staff substituted for teachers in the classroom in order to make visits to the WEC possible. School personnel served as classroom substitutes during the third year, thus providing released time to teachers to visit the Center.

The formal half-time liaison position was then phased out at the end of the second year and much of the coordination process became part of the responsibilities of the school district's two job placement consultants, one of whom had served half-time as liaison officer. In the Special School District the job placement consultant is responsible for providing

vocational counseling, securing trade school training, and procuring jobs for individual students.

The second major organizational change developed with evolution from a departmentalized program (instruction, counseling, testing, etc.) to a case management process.

In the first year staff were assigned departmental responsibilities and coordination of effort was attempted through weekly staff meetings and staffings for trainees. However, a great deal of knowledge about individual trainees was not communicated due to limitations of time, memory, etc. A case management approach was considered and adopted in an effort to provide more efficient and effective services. The new "training counselor" was then responsible for (a) coordination of trainee activity in all training resources, including the work-shop, school classroom, employer job-sites, and other agencies; (b) development and/or application of evaluation procedures and techniques; (c) instruction and counseling of individuals and small groups; (d) family counseling and coordination; (e) selective job procurement and placement; (f) post-curricula follow-up; and (g) habilitation curriculum development and research (5).

This eclectic position which emphasizes training and coordination as an educational process, has been quite successful in this project and has, in the judgement of the staff, resulted in better service to trainees.

One training counselor position and salary was assumed by the Special School District in the third year of the project. Thus, the tri-institution relationship was extended to cooperative staffing of the WEC.

Chapter III

CURRENT PROGRAM

The current program has evolved out of the three year project which served 132 Special School District students. It emphasizes:

(a) Total case management by the counselor for maximum continuity of programming for the trainee; conversely, this minimizes requirements for coordination and communication with other personnel on behalf of trainees.

(b) An extension of the habilitation process into the community. Community employers are utilized in the program for the benefits of variation in supervision, exposure to jobs, use of job-related equipment, and a more realistic situation.

(c) A reality-oriented production shop. Every attempt is made in the Work Experience Center workshop to approximate the business environment and conditions of the community. The workshop's production manager is primarily motivated toward total production control. Through coordination with the habilitation personnel this industrial environment is modified dependent on the needs of trainees (6).

The training program at the Center includes two primary areas: general vocational adjustment and specific job preparation. Because of the limited experience background and emotional immaturity of most moderately dependent retardates, the greater part of the WEC program is directed toward vocational adjustment training. Specific job training is integrated with vocational adjustment training at later stages of the program.

In managing a trainee's program, the professional counselor may draw upon various resources, using the techniques which he deems appropriate at each stage of the trainee's development.

The main training vehicle for the development of general vocational adjustment is the habilitation workshop. In the workshop, trainees do industrial contract production much like that in many rehabilitation programs. The primary workshop technique is to vary job assignments or work situations in accordance with trainee adjustment needs.

Another important resource in the WEC program is the use of actual employers and their place of business. Employer jobsites are utilized for field tours and short-term work

experiences.

The job-site experience and its duration may be flexible and is arranged by the counselor with the employer depending on the objectives the counselor has determined. Job-site assignments are usually one to three weeks in length, but may be for any period of time. The counselor makes every effort to give the trainee enough time at the job-site to be able to assess his potential ability and offer maximum adjustment and/or specific job training.

The WEC facility has a training room which serves as another potential resource to the counselor. This is a classroom fully equipped with audiovisual aids. It is used mainly for instruction and counseling of individuals or small groups in specific job tasks or work behavior.

One particular AV technique, the 8mm film loop, deserves mention. This approach emphasizes the communication of a single abstract concept, such as teamwork, utilizing a projector which features single-framing and automatically cued stops at appropriate points for discussion (7).

Parents also have a part in the training; they are encouraged to participate in trainee development throughout the program. Parents are involved in the evaluation of trainee potential and readiness, the establishment of vocationally related goals, and in specific training (such as in the use of public transportation, cashing checks, etc.)

Counselors frequently contact parents through home visits, conferences at the WEC, telephone consultations, and correspondence. In addition, parents are encouraged to participate in select group discussion sessions held at the Center while the trainee is in the program. These sessions generally emphasize cooperative planning and effort, and realistic parental attitudes toward future employment of their child.

The WEC program utilizes a trainee-centered approach. No time schedules are set for training. The trainee progresses within the program at his own rate dependent on his capability and needs. The counselor, based on his observations and evaluation information from resources he has used, determines when a trainee is ready for movement through the program.

The program is organized into five phases for purposes of clarity and evaluation. The extent to which an individual trainee is considered in a particular phase is determined by the counselor based on his evaluation of trainee needs.

Phase One

Upon the recommendation of Special School District personnel

and referral from DVR counselors, the incoming trainee enters phase one of the WEC program. During this initial phase stress is placed on intra-mural (at the WEC) evaluation and general vocational adjustment. The trainee's time is divided among: (a) working on contracts in the workshop; (b) off-job training utilizing audiovisual techniques in job orientation groups; (c) field tours to job-sites; and (d) counseling sessions. Each trainee is given appropriate experiences to provide him with a realistic beginning orientation to employment, and to give the counselor a sound basis for evaluation of his work potential.

In the school classroom the trainee learns to handle his workshop income through familiarization with banking services and budgeting. He is also exposed to work-related concepts, such as responsibility, initiative, and dependability. The trainee usually stays in phase one until he attains an acceptable level of adjustment to qualify him for work at an extra-mural job-site with an unfamiliar supervisor for at least one week.

Phase Two

Phase two is an extension of phase one emphasizing adjustment and evaluation during short extra-mural experiences with actual employers.

Phase two gives the counselor a chance to observe trainees under community job conditions. At this time, no effort is made to teach job skills. Rather, the job-site assignment is designed as a "real work" environment for fostering favorable work habits and attitudes. Phase two also gives the trainee opportunity to adjust to new jobs, different employers, supervisors, and responsibilities. It provides a setting for the development of behavioral and social dynamics on a job and a functional appraisal by two complimentary sources, the professional and the employer.

Generally, the counselor transports the trainee to and from the job-site from the Center. This offers the counselor an opportunity to obtain feedback and assist the employers, if necessary, each day. Counseling and discussion between counselor and trainee usually takes place en route.

Of the 132 trainees served by the project, 71 had phase two job-site experiences. There was a total of 141 assignments utilizing 37 sites in 27 job areas during the term of the project (Appendix A, Table 3).

When the trainee has demonstrated capability to work in an extra-mural job setting, and when he shows interest and capability in some occupational area, he is ready for phase three.

Phase Three

During phase three the trainee is given specific job

preparation or occupational training. By this time the trainee has been oriented to various job areas and (with counseling assistance) is capable of selecting a job for which he desires training. Specific job preparation is generally provided when a particular employment situation is tentatively arranged by the counselor. Specific job preparation takes place in the workshop, in the training room, and on job-site assignments.

Enrollment in a more formal occupational training program is arranged when the counselor has determined, with the help of the trade school, that the trainee has an aptitude for the occupation and placement in a job is likely. The counselor works very closely with the trade school, sometimes tailoring the program to trainee needs. Upon completion of the training program the trainee continues to be a client of WEC, supervised by the counselor.

Evaluation in terms of job skills, work habits, and attitudes continues during this phase. Emphasis is placed on vocational adjustment factors relating to the job for which the trainee is being prepared. This work and training will then provide a transition to community employment. Use of public transportation is also introduced during this phase and parents are encouraged to assume the responsibility for teaching the trainee to use the bus.

Twenty-seven of the 86 trainees who completed project services received specific job training. Six of these were in trade school programs. Of the 27, 26 are employed in the occupation for which they were trained. One returned to school (Appendix A, Table 3).

Phase Four

When a trainee has been prepared for a specific occupation or job situation and has developed sufficient independence and vocational adjustment, a full or part-time job try-out with an employer is arranged. Ultimate employment in these assignments is contingent upon the trainee's performance. This phase may last up to four full weeks dependent on the trainee's progress. Stress is placed on assisting the trainee to make a satisfactory adjustment to the job, the work, and the employer. He must be able to use public transportation to and from the job. The trainee receives wages from the employer during this period.

Phase Five

The trainee in this phase of the program is officially employed and earning an employee wage. Emphasis is on job satisfaction, as well as competence. Follow-up counseling is continued with the employee, employer, and parents until satisfactory adjustment and an acceptable level of job

stability is attained. Thirty days of continuous employment is considered an indication of employability. After several months (usually six) of continuous employment for the same employer, the employee is awarded a "Certificate of Employment Qualification". The certificate is signed by the counselor and employer, and attests to the employee's capability. It signifies a high level of job success and habilitation and can be used by the employee as a reference in seeking other jobs.

Eighty-six trainees have completed the five phase program. As of the termination of the project, 48 or 55.8% of the trainees were community employed with 20 certified; 20 or 23.3% were sheltered employed; 11 were unemployed; and the status of seven was unknown (Appendix A, Table 4).

Chapter IV

IMPLICATIONS

There are thirteen implications of Project Number RD-1525 which are noteworthy.

1. A production shop, to be an effective habilitation tool, must be reality-oriented.

   Kolstoe and Frey (23) and the Jefferson County, Alabama project (17) emphasize that the realness of the conditions under which learning takes place contributes to the integration of that which is learned into the personality of the learner. The habilitation workshop, as a resource in a vocational adjustment program, must be reality-oriented. The trainees served by the Work Experience Center, have had little, if any, vocational experience. They generally are not in need of therapy, but do need exposure to work and work experience. This experience should, therefore, approximate industrial conditions and environment as near as possible. It was considered a real strength of the Tacoma project (14) that realistic work try-outs were available within the workshop. To provide this realistic environment it is also important that the workshop personnel are production-oriented. Through utilization of the workshop and coordination with workshop personnel the professional counselor can provide the "sheltered" element and the balance needed for attainment of habilitation objectives.

2. The extension of habilitation services into the community is necessary in order to provide realistic experiential programming.

   The WEC workshop, though reality-oriented, is limited in two significant ways: (a) the work is usually of the bench assembly variety, and (b) the trainee performs his work along with other workers who are handicapped. For this reason it is advantageous to extend the "experiential" program into the community and utilize the resources, environment, and more realistic conditions of the employer. The importance of extra-mural programming which involves the employer is indicated in a number of VRA projects (2,10,12,13,23,25,27,30,32,34). Usdane (31) emphasized this important new horizon in workshop programming in an address to the National Association of Sheltered Workshops and Homebound Programs 1966 annual convention in Philadelphia. The advantages in the WEC program are considerable. On an actual job location the trainee can work with normal associates in related activities, can experience job changes, production demands,

and different supervisory styles.

Employer job-sites can provide virtually any type of environment which may be needed for evaluation and/or training. With the help of the job-site supervisor, the counselor can more objectively evaluate and develop the potential of a trainee.

3. Specific job preparation and occupational training is desirable in a total vocational preparation sequence.

As demonstrated in this project and others (13,14,25,34), habilitation trainees not only need work exposure and adjustment, but can also benefit from training for a specific job. One of the disadvantages to the employer for hiring this level retardate is the initial investment in longer-term training. The training period can be reduced and the retardate made more salable, if specific job preparation can be provided in the habilitation curriculum. In addition, formal training programs designed for specific occupations, such as beautician schools and key punch operator programs can, with counselor supervision and coordination, upgrade the employment potential of many retardates after they are determined "work ready".

4. Industry is a potential training resource for retardates.

The desirability of providing training for the "unskilled" occupations suggests a need for training resources. Four training schools were utilized in the WEC program as resources. Industry, i.e. the hospital industry, the restaurant industry, etc., also provided resources for specific job training of the retarded (Appendix A, Table 3). Usdane (31) refers to the Adult Training Unit of the Spastic Centre of New South Wales as an example of utilizing normal industrial facilities for training. The National Association for Retarded Children, in cooperation with the U.S. Department of Labor, Bureau of Apprenticeship and Training, is conducting a project to provide on-the-job training for retardates. Under this program employers are reimbursed for part of the cost of training. The Industrial Training Resources project, an outgrowth of this work-study project, was proposed to further explore industry's potential for providing retardates with occupational training (8).

5. Continuous vocational evaluation utilizing a wide range of resources is desirable in habilitation programming.

Examination of VRA project reports (10,14,24,30,34) suggests a need for exploration for better evaluation procedures for measuring work adjustment, progress, and potential. Many programs attempt to devise internal measures which seem to assist in compensating for the lack

of adequate instruments. Most conventional procedures for evaluating potential for specific types of work have limited value for the mentally retarded. The Eugene, Oregon project (10) recommends that a study be undertaken to develop diagnostic tools that will help in the accurate assessment of the retardate's vocational potentials.

In this project, it has been found that several evaluation methods make a contribution.

Work samples which are timed and evaluated for accuracy were of some value in the vocational assessment of WEC trainees. Dubrow (9), after a follow-up of 106 cases, reported that evaluation tests of the work-sample variety, carefully standardized on a population of mentally retarded, were found to be useful in prediction when considered together with careful observations during the evaluation process and a standard psychological evaluation. Work samples present an opportunity to explore various vocational or skill areas and are more realistic for this purpose than conventional tests. What conventional measures and work samples lack, however, is the possibility to assess on-the-job inter-personal relationships which are so important to job success.

The sheltered workshop can provide a work environment and the setting for social dynamics. Generally, though, the workshop is limited to work of the bench assembly variety and to working with others who are handicapped; thus limiting the extent of the evaluation for employability.

Peterson and Jones (29) emphasize that further exploration is desirable in pre-placement evaluation in two related factors: adaptability to new situations, and independence from the workshop environment. Usdane (31) feels the workshop movement is on the threshold of discovery, linking it with the industrial plant for new means of evaluation and training.

The WEC project, like others (10,14,23,30), determined that evaluation must involve work experience. After observing a trainee's functioning on real work, including work samples, workshop and job-sites the professional can more objectively and realistically observe and evaluate the strengths, weaknesses, and potential of a trainee.

Some of the advantages of a practical approach to evaluation, in contrast to traditional measures, are that it provides: (a) a concrete and meaningful assessment; (b) a functional appraisal of behavioral dynamics; (c) an immediate perception of trainee likes and dislikes thus eliminating the need for interpretation; and (d) an immediately observable concept of the trainee's capabilities

and limitations.

Habilitation trainees need continuous evaluation as they develop vocational potential and skills. Only after re-examination of each trainee experience, based on the best evaluation methods available at each particular phase of development, can the counselor adequately plan for subsequent trainee needs.

6. The need for extra-mural habilitation programming necessitates examination of current wage and hour law interpretation.

The 1966 Amendments to the Fair Labor Standards Act, Section 14(d)(2) indicates that payment of wages to handicapped persons engaged in work incidental to training or evaluation must be made if productive work is engaged in. The primary intent of the Act is to prevent exploitation of workers. It does not seem to recognize the legitimate use of industrial placements for evaluation and training only. It is thus necessary, in establishments covered by the Act, to submit individual applications for adjustment of wage rate for each trainee in each extra-mural situation. The need for flexibility of programming is apparent. The result of each trainee experience helps the counselor to choose the trainee's next job-site situation or some other evaluation or training technique which will be most appropriate.

To facilitate the ease in handling of applications and the granting of certificates to pay trainees less than the statutory minimum wage, the Wage and Hour and Public Contracts Divisions modified their requirements for the Work Experience Center program to provide more flexibility. The use of a single application and certificate covering the placement of a trainee in up to three commercial firms at a time is permitted. This enables the movement of one trainee in and out of three selected establishments at the rate proposed during the life of the certificate. After completion of evaluation in the first three establishments, a trainee could be placed under another certificate in three additional establishments.

Though this procedure provides greater flexibility in the use of short-term assignments of trainees in commercial industry, it does necessitate advance determination of trainee needs and reduces the potential of job-site assignments as evaluation tools. In short evaluation and training assignments, the employer gives far more than he gains. A need exists, therefore, for a closer examination of the Fair Labor Standards Act in the light of the recent trend toward extra-mural programming in rehabilitation/habilitation services.

7. Case management is the most effective approach to total vocational programming.

The needs of trainees differ even within a select population such as the retarded (2,11). To provide for these differing needs of trainees necessitates a flexible program which can be tailored for each trainee and can develop their fullest vocational potential in the shortest period of time. A habilitation program like the WEC project is most effective on a trainee-centered basis.

To provide flexibility in vocational programming for individual retardates requires the planned use of various resources and techniques.

As experienced in the development of the WEC project case management, in contrast to a team or departmentalized approach, has several advantages in an experience center approach: (a) it simplifies the identification process between professional and trainee; (b) it enables the counselor to become more thoroughly acquainted with the trainee; and (c) it reduces the need for coordination and communication between staff.

On the other hand, an advantage of the departmentalized approach is that it capitalizes on the special skills of individual staff members. However, inherent in the case management concept is the potential for utilizing any resource, including specialized staff or services, coordinated by one individual, the case manager.

8. Programming for habilitation trainees requires unique qualifications and skills of counselors.

Vocational habilitation is an educational process concerned with the development of the vocationally unsophisticated. Rehabilitation, in contrast, is concerned with restoring individuals to self-sufficient living: a re-education process. Emphasis in habilitation programming is placed on fundamental work capabilities, knowledges, experiences, and attitudes.

In the educationally-oriented habilitation program the counselor should draw upon the wide range of resources which he deems appropriate to the development of the trainee for future employment. The counselor in the WEC program is basically an educator, knowledgeable about human behavior and development. However, he needs to be more than a qualified educator. The requirements imposed by the case management concept necessitates that he be a capable coordinator. He needs to possess the talents of an effective counselor in working with parents and trainees. He should also be familiar with evaluation methods and skilled in vocational testing and

clinical interpretation. He needs to be familiar with working environments and sensitive to business conditions. Above all, the counselor must be a teacher capable of utilizing the latest educational techniques and methods. A counselor preparation program should reflect the eclectic background required of those planning to work with habilitation clients.

9. Many retardates can benefit vocationally from habilitation programming, but may require a longer term for preparation than traditional efforts offer.

Because of the inexperience and lack of social sophistication of many retardates, habilitation programmers must expect that vocational preparation will take longer for these trainees. Abel and Kinder (1) suggested a need for a longer training period for retarded young adults. This need is reinforced by the WEC project. The mean term of trainee programming for the 86 who completed services was 10.51 months with a range of three to twenty months (Appendix A, Table 2).

10. Transportation training is a requisite for preparing moderately dependent retardates for employment.

The need for transportation training will vary among trainees dependent on their prior experience with public transportation. It will also vary from one community to another dependent on the availability of public transportation. The experience of the Harrison County, Mississippi project (15) indicated that retardates were capable of using public transportation, but had difficulty getting to the facility because of the unavailability of transportation. Generally, it has been the experience of the WEC project that this level of retardate lacks experience with independent mobility and must be trained to ride busses to get to the job. Transportation training is a legitimate part of habilitation programming.

11. Retardates possess a vocational self-concept and development of a realistic self-concept is effective in fostering employment potential.

The Eugene Public Schools (11) emphasized the importance of the trainee's self-image to successful job placement. The experience of that project implied a need for techniques relating to self-evaluation. Hungerford, Deprospo, and Rosenzweig (16) feel that education for the retarded must give each trainee a technique for self-measurement through self-knowledge.

A study undertaken by O'Neil (26) at the Work Experience Center attempted to explore this hypothesis further. His study indicated that WEC retardates were able to

evaluate concrete behaviors in themselves and their peers, and to some degree predict work potential. The results appear to support the importance of development of realistic self-concept in mentally retarded habilitation candidates.

12. A work-study schedule must be flexible and based on the needs of trainees and the organization of participating community services.

The Milwaukee prototype project (21) operated and continues to operate on a one-half day school and one-half day work basis. Other programs schedule in a similar way. Administratively it is usually more expedient to arrange a fixed work-study schedule. The WEC project operated on a half-day basis during the first year, an alternate week schedule in the second and third years, and will, in the fourth (post-project) year serve full-time work program referrals.

Work-study scheduling, particularly the relationship between work and study, needs exploration. A fixed formula does not always meet the needs of individual trainees. Greater flexibility and means of achieving greater flexibility in organization of programming needs to be studied.

13. It is desirable to integrate habilitation programming early in the school curriculum.

The importance of a functional curriculum is purported by a number of authors. An examination by Kolstoe (22) indicated that the vocationally successful retarded were clearly superior to the unsuccessful in physical, social, and work characteristics. Peckham (28) found that the most frequent reason for job termination of retardates was their demonstrated lack of social and vocational sophistication which drew teasing and ridicule from fellow workers. It is of vital importance, according to Peterson and Jones (29) that the school curriculum attempt to increase social competence by concentrating on those academic aspects which have a direct bearing on occupational and social adjustment. Allen and Cross (3) go further to say that work experience can only succeed where it is underwritten by appropriate social concept development and experiential background consciously planned for in the curriculum at the elementary and junior high school levels.

The results of the WEC program indicate similar findings. A lack of readiness and maturity for transitional programming is exemplified by a comparison between two age groups served by the Center. Of the 16-17 year olds 21.2% were returned to school as compared with 10.6% of the 18-20 year olds.

The Portland, Maine project (33) found it very difficult to place 16 year olds and attempted to persuade the public schools to provide an additional year of school and more pre-vocational training in an effort to bridge the gap from academics to work conditioning.

The results of the WEC project demonstrate that many moderately dependent retardates can be employed.

The desirability of social and occupational preparation early in the curriculum, particularly community exposure and a pragmatic approach to learning, is given new dimensions when community employment becomes a possibility for this group. A functional curriculum is a necessity.

Chapter V

SUMMARY

The purpose of this demonstration project was to apply the knowledge developed by the Milwaukee prototype in order to demonstrate a method of cooperative habilitation service for retardates between three related service institutions; develop guidelines for habilitation service; and increase the number of employed retardates.

The program, which attempts to accomplish these objectives, emphasizes a reality-oriented experiential approach for trainees coordinated by one individual, the training counselor. The program is trainee-centered and utilizes various training resources. The training program for retardates includes two primary areas: general vocational adjustment and specific job preparation. A primary media for development of general vocational adjustment is the habilitation workshop which is used to vary work situations according to trainee needs. Another resource is actual employers and their business establishments for job-site evaluation and training. The program is divided into five phases including (a) general evaluation and vocational adjustment (intra-mural); (b) job-site evaluation and vocational adjustment (extra-mural); (c) specific job preparation and/or occupational training; (d) job placement and try-out; (e) employment and follow-up.

One hundred thirty-two DVR referrals from the Special School District were served by the program during the three year project. Of these, 86 completed program services as of the termination of the project; 48 were community employed; 20 were sheltered employed; 11 were unemployed; and the status of seven was unknown. Twenty-three others had been returned to school full-time for further school benefits, and the remaining 23 were still being served by the program.

Thirteen implications of the project demonstration are considered important including the desirability of: extra-mural programming which includes community and industrial resources; specific job training; flexible individualized programming coordinated by a case manager; a reality-oriented production shop for vocational adjustment training; examination of evaluation procedures and resources, current wage and hour law interpretation and work-study scheduling; longer-term habilitation programming and integration early in the school curriculum; special training for habilitation counselors; and, transportation training and self-concept development for trainees.

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Appendix A

TABLE 1

Age, I.Q., and sex distribution of project trainees.

Age[a]	I.Q.			Total
	Trainable (Below 48 IQ)	Moderately Dependent (48 - 65 IQ)	Educable (Above 65 IQ)	
16		23	6	29
17	9	34	13	56
18	4	10	13	27
19		9	3	12
20	6	2		8
Total	19	78	35	132[b]

[a]Age is determined as of entrance into program.
[b] 73 males, 59 females.

N = 132
IQ Range = 35-84
Mean IQ = 60.16
Mean Age = 17.42 years

Appendix A

TABLE 2

Distribution of trainees who have completed WEC services by age and months of service.

Age	Months of Service				Total
	3-6	7-10	11-14	15-20	
16	3	9		3	15
17	3	27		4	34
18		16	1	2	19
19	1	10			11
20		7			7
Total	7	69	1	9	86

N = 86
Range = 3-20 months of service
Mean = 10.51 months of service

Appendix A

TABLE 3

Utilization of extra-mural vocational resources for work experience, evaluation, and training.

Extra-Mural Resources[a] (Number of Sites)	Number of Job-Site Evaluations and Experiences	Number of Job Training Arrangements
Job-Sites		
Beauty shop (3)	5	
Cafeteria (3)	5	3
Childcare, public (3)	3	2
Church, maintenance (2)	9	
Cleaning service	1	
Community center	9	
Drug store	3	
Factory, assembly (2)	3	
Fur repair		1
Gas station	4	
Housekeeping,private(2)	4	
Laboratory, animal care	1	
Lawnmower repair	1	
Library	1	
Lumber company	5	
Mail order house	16	
Motel		7
Nursery	1	
Nursing home (2)	16	8
Paper wholesaler	28	
Printing company	13	
Restaurant	12	
Shoe repair shop	1	
Trade schools		
Auto body repair		1
Beauty school		2
Key punch training		1
Typing		2
Total	141[b]	27[c]

[a] 27 job-site areas, 37 sites
[b] 71 trainees
[c] 27 trainees

Appendix A

TABLE 4

Distribution of trainees by current status and length of employment

Mos. of Employ.	Community Employed	Sheltered Employed	Not Employed			Total
			In Training	Returned to School	Unempl.	
Never Employ			17	20	9	46
Less than 1			1	1		2
1-2	7	8	3			18
3-4	5	1	2		1	9
5-6	1			1	1	3
7-12	6	5		1		12
13-18	16	2				18
19-24	4	2				6
25-30	9	2				11
Total	48	20	23	23	11	125[a]

Note.-Based on follow-up at termination of project.

[a]Status of seven unknown.

N = 132
Range = .25-28 mo. of employment
Mean = 7.08 mo. of employment

Appendix A

TABLE 5

Distribution of jobs held by trainees currently employed in community or sheltered employment.

Employment Situation	Number of Trainees
Animal caretaker	2
Assembler	2
Bus boy/girl	3
Child care (private)	3
Furniture finisher	1
Glass installer's helper	1
Housekeeper (public)	3
Key punch operator	1
Kitchen helper	15
Landscaper's helper	2
Mailroom worker	1
Messenger	1
Mechanic's helper	1
Nurse's aide	1
Nursery laborer	1
Phone solicitor	1
Porter/maintenance	5
Upholsterer's helper	1
Warehouse laborer	3
Sheltered workshop	20
Total	68

Note.-Based on follow-up at termination of project.

Appendix B

Publications and Papers
Based on VRA Project Number RD-1525

Bitter, James A. Training guide for vocational habilitation. St. Louis, Missouri, Jewish Employment and Vocational Service, 1966.

Designed as a guide for counselors of clients with little or no vocational experience, the manual discusses programs and resources used in preparation for job placement. It is divided into five sections corresponding to five phases of the developmental program. Each section organizes the resources which can be used for attainment of objectives for the client. Each section is also preceded by a description of objectives, criteria, and resources for the phase. Three sub-sections include information on evaluation, vocational adjustment training, and specific job preparation.

Bitter, James A. Using employer job-sites in evaluation of the mentally retarded for employability. Mental Retardation, 1967, 5(3), 21-22.

A paper presented at the American Association on Mental Deficiency ninetieth annual meeting held in Chicago in May, 1966. It proposes the use of short term community employer job sites to reduce many of the difficulties in evaluating trainee functional ability. Some of the advantages of this technique, are that it provides: (a) a real, concrete, and meaningful assessment in various job areas; (b) a functional appraisal of behavioral dynamics on a job by two complimentary sources, the professional and the employer; (c) an immediate perception of the retardate's likes and dislikes thus eliminating the need for interpretation; and (d) an immediately observable concept of the retardate's capabilities and limitations.

Bitter, James A. The training counselor: An emerging professional. Vocational Guidance Quarterly, 1967, 15(4), 294-296.

There is an increasing need for professional personnel skilled in habilitation techniques. This paper emphasizes a flexible approach to adjustment training utilizing a wide range of intra and extra-mural resources in the process. It also describes the training counselor's responsibilities, role, preparation, qualifications, and skills.

Bitter, James A. Evaluation approaches utilizing industrial

supervisors. Selected Papers from Professional Program Segments of United Cerebral Palsy's Annual Conference, New Orleans, March 9-11, 1967, 32-36.

Little attention has been given to the industrial supervisor's potential for contributing to the evaluation of factors associated with working. The paper emphasizes four evaluation approaches which utilize the industrial supervisor in the Work Experience Center program: (a) a reality-oriented workshop; (b) short-term community employer job-sites; (c) job-placement try-out; and (d) the Work Adjustment Rating Form, a measure of pre-employment work adjustment.

Bitter, James A. Three habilitation approaches in a cooperative school-sheltered workshop program. Paper presented at the American Association on Mental Deficiency ninety-first annual meeting held in Denver, May 1967.

A description of three approaches at the Work Experience Center which seem worthy of further exploration. These include: (a) short-term employer job-sites for evaluating functional ability and for training in specific adjustment and job areas; (b) the Work Adjustment Rating Form; and (c) short 8mm film loops which can be single-framed or automatically cued to stop, thus providing a more concrete orientation to relatively abstract concepts.

Bitter, James A. and Bolanovich, D. J. The habilitation workshop in a comprehensive philosophy for vocational adjustment training. Rehabilitation Literature, 1966, 27 (11), 330-332.

Four workshop models are used to describe a general philosophy of vocational adjustment training. One model employs the workshop as a terminal facility with the assumption that this type of environment can provide stable, productive employment for handicapped clients who cannot be restored to normal community living. The transitional workshop can assist in restoring to employment handicapped clients requiring a relatively short period for adjustment training. Clients with more serious psychosocial difficulties can be helped to return to employment in the clinically oriented workshop which uses counselors as workshop foremen. The habilitation workshop model focuses on the experience center approach in which the workshop is only one of the educational resources in the process of vocational adjustment.

Bitter, James A. and Bolanovich, D. J. Development of vocational competence in the moderately retarded. Mental Retardation, 1966, 4(6), 9-12.

A description of the Work Experience Center training

program which is designed especially to meet the needs of the moderately retarded. The program employs intensive use of audiovisual techniques and concrete work experiences. These are combined in a coordinated program of school, home, workshop, and employer effort. In this program each trainee progresses through a highly individualized developmental sequence toward realistic employment objectives.

Bitter, James A. and Bolanovich, D. J. Job training of retardates using 8mm film loops. Audiovisual Instruction, 1966, 11(9), 731-732.

The use of short 8mm film loops is described as one of the most promising experimental ventures at the Work Experience Center for diminishing the obstacles to the vocational training of retardates. Five films emphasizing single concepts relating to the duties of a dishmachine operator are described. These films have been developed for use in a continuous loop projector which allows single framing and automatically cued stops.

Bitter, James A. and Bolanovich, D. J. Vocational training of mentally retarded. Educational Technology, 1966, 6(13), 6-7.

A brief description of the 8mm film loop technique.

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A brief description of the Work Experience Center project.

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O'Neil, Lawrence P. Evaluation of relative work potential: A measure of self-concept development. American Journal of Mental Deficiency, (in press).

The manuscript presents a pictorial paired comparison method of measuring the self-concept of mentally retarded adolescents relative to work potential. The results of

the study indicate that trainees were able to internalize standards of performance established during the habilitation process. They were also able to evaluate performance of peers based on these standards. And, trainees were quite able to evaluate their own work potential as shown by close agreement with evaluations by staff members.